

# CHILD WELFARE LEAGUE OF AMERICA, INC.

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## BULLETIN

MAY, 1944

### Day Care, Suggestions for Developing Services

ALICE T. DASHIELL AND MARY KEELEY

LAST month we reviewed the organization and administration of the day care program and pointed out that responsibility for the development of child care services rests with local and state agencies. In this article we will try to give some help to communities faced with the need to establish or extend this type of service.

Children of all ages need care and supervision during the hours their mothers are employed outside the home. If relatives or friends cannot provide care and supervision of a quality which will insure the well-being of the child, it is the responsibility of the community to provide it.

The services needed and requested by parents have been the kinds of service many communities know how to provide or can expand or adapt. Mothers request care for their children in day nurseries, nursery schools, or family homes, or prefer the service of a housekeeper or children's nurse. These child care services are being supplied under commercial, public, and private auspices. The primary consideration is the quality of service and its relation to the needs of the child. Services maintained by agencies with personnel trained and experienced in the care and supervision of children are more likely to meet the needs of the children.

Development of the type of service which will provide effective care and supervision during the hours the mother is employed necessitates consideration of the child's needs as an individual and the quality of care provided. This involves an awareness of the kind of supervision needed by children of different ages;

*Editor's Note.* This is the second in a series of two articles on day care. It may be helpful to review the first article, published in the April issue of the BULLETIN, in connection with this presentation.

the use of "day care" as a supplement to home life; and consideration of whether or not this service mitigates the work load of the mother.

Guides to successful service can be set forth more clearly through consideration of the special requirements of children of different ages, while at the same time allowing for individual differences. In comparison to the number of programs for daytime care of

pre-school children, relatively few services have been established for children of school age. We estimate on the basis of spot surveys that approximately 65 to 70 per cent of these children are between the ages of six and sixteen, 20 to 25 per cent between two and five, and 5 to 10 per cent under two years of age.

#### Junior and Senior High School Children

Most community plans for group care have not taken into consideration the special needs of junior and

senior high school boys and girls. Under normal conditions, children of this age are engaged in study, work, and recreational activities. Although allowed considerable freedom, they are protected and stabilized by the security of home ties and parental interest. The absence of parents from the home tends to weaken these ties and to permit an independence for which boys and girls of this age are not prepared. During 1943 there has been conclusive evidence that children beyond the age of ten or eleven years have not attended child care centers unless the programs have offered activities of a variety and quality sufficient to hold their interest. Undoubtedly the lack of opportunity for parent participation in planning and organizing these programs has been a major weakness.

It is realistic and practical to consider the varied

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interests and capacities of older children when planning services to supplement home and school life. Adolescents desire to be independent, to be treated as adults, and to make their contribution to the world about them. Since purely custodial care or "busy work" cannot meet the needs of this age group, effective programs must combine a choice of recreational activities, work responsibility, and an opportunity to pursue special interests. Programs for this group should be developed by individuals or agencies with knowledge of the capacities and interests, likes and dislikes, of children over twelve. A recognition of their natural restlessness, heightened by many factors in the current war emergency, will lead to the development of programs through which they may contribute to the war effort. Consideration of their needs should take into account their increased awareness of world conflict, disturbed family life, the increased responsibility placed upon youth in wartime, and the current opportunities for young children to work at high wages.

Boys too young for induction are affected by the fact that their older brothers and friends are leaving for military service. Communities and families focus attention on the boys in service, with the result that younger boys feel unimportant and left out.

In wartime teen age girls are subjected to experiences which precipitate maturity: for example, the emotional tensions of wartime, the prevalence of early engagements and marriages, and opportunities for attention from men in uniform. Understanding parents and good home training afford teen age girls their best protection, but any program directed to the supervision of this group must offer opportunities for wholesome association with boys and activities which will be a satisfactory outlet for their newfound need to take responsibility.

Services established for teen age children are likely to be effective if they combine freedom and supervision comparable to that provided by wise parents of adolescent children under normal conditions. For example, most adolescents are free to plan and follow all sorts of wholesome recreational pursuits, to choose their own friends, to "date" members of the opposite sex, to secure part-time employment. Supervision is provided by the parents through knowing where their children are and what they are doing, learning to know their friends, protecting them from unwholesome associates, and providing the understanding guidance needed during this "coming of age" period. The extent to which one or both parents is out of the home, and the presence or absence of other safeguards (relatives, church and club connections, etc.)

will determine the amount of supervision needed. Teen age children who have migrated to congested war communities and whose parents are both working or for other reasons are out of the home will usually need far more supervision and guidance than a child who remains in his accustomed community.

Child care centers set up as "units" which separate teen age children from their associates whose mothers are not employed are impractical, because the children in this age group will not be separated from their friends. One or more meals a day may have to be provided for the group whose parents are employed, but other services established for their care and protection should be of a type which does not exclude and can attract and benefit other teen age children. Substitutes must be found for the crowded or closed ice cream, "coke" and candy store, for the recreation halls taken over by military personnel or war industry. Some communities have been willing to use all available resources and allow these boys and girls to help plan and develop their own program. Recent testimony at a Senate Committee\* hearing concerned with Juvenile Delinquency would indicate that this plan has worked. Further experimentation is needed in meeting the needs of teen age children. Church and civic and fraternal organization facilities can be utilized to a far greater extent.

School authorities can be more flexible about the use of school buildings and equipment—playground, library, lunch room, shop, auditorium, classrooms. Boys and girls of high school age can and will carry responsibility for cleaning up and preventing destruction of property if they are given some part in planning and running a program which interests them. Most teen age children would be delighted to paint and otherwise renovate quarters which could be theirs. Volunteers or part-time paid employees chosen because they understand teen age children and can give leadership in activities of interest to this group can furnish invaluable service. Imagination, enthusiasm, willingness to improvise and create are necessary complements to the technical qualifications of the person selected to plan a day care program for teen age children.

### Elementary School Children

A program which meets the needs of children between the ages of five and eight may be unsatisfactory for children eight to twelve years of age. More individual care and closer supervision, more rest and fewer organized activities are indicated for the child-

\* Senator Pepper's Sub-Committee on Wartime Health and Education.

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### Pre-School

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dren five to eight. Programs for the youngest of this age group should more closely resemble those for pre-school children, while programs for the older elementary school children will include a greater variety of activities and experience.

In developing services for children of elementary school age, it is important that the experiences provided for them in a day care program be comparable to those which these children would have under normal conditions. For example, children between the ages of eight and twelve years of age are, under the most wholesome circumstances, closely attached to their homes and dependent upon their parents for guidance and supervision. They require the help and encouragement of a parent in rising and retiring on time, in coming indoors from play when there are lessons to prepare or household duties to perform. These children are not yet ready to assume complete responsibility for personal hygiene or selection of clothing. They need opportunities to discuss the experiences of the day, and guidance in choosing their companions and recreational pursuits, and in developing patterns of social behavior. This dependence upon parents is important to the development of a child. When they are deprived of parental companionship and guidance for a part of the day, provision must be made for a substitute relationship.

Communities planning day care programs for grade school children should recognize the amount of supervision needed. Their group workers or teachers must be with them constantly or know where they are when they leave the group; must plan and give direction to their activities; and adapt rest schedules to individual needs, activity and the hours of sleep each child has at home—all of which requires group workers or teachers with specialized training. Two or more meals and morning and afternoon snacks adapted to their nutritional needs may have to be provided each day. Daily health inspection is essential to effect isolation of sick children and prevent the spread of contagious or infectious diseases. These two services will not be adequate without guidance from persons qualified to supervise the health care and diet of young children.

### Pre-School Children

An adequate program for pre-school children must be based upon a recognition of the developmental needs of children between the ages of two and six years. Two and three year old children cannot sustain as much group activity as is necessary for the growth and development of four and five year olds. The former need more rest and longer nap periods. Their

normal emotional growth is retarded if they are deprived of individual attention and the warmth and affection which produces security. This factor is important but not as essential to older pre-school children who are beginning to develop independence. The older group can be larger and requires a smaller staff for adequate guidance and care.

The guidance and supervision of a trained and skillful nursery school teacher is important in helping children make the best use of group experience and in protecting them from the strains of a long day. The nursery school teacher knows how to balance a schedule of play, work and rest and to direct the routines of washing, toileting, dressing and undressing, meals, and nap periods in such a way that children learn self-help and self-control, and derive a sense of independence and achievement.

Creative play materials and the use of equipment which promotes the development of large muscles, balance, coordination and self-reliance are essential not simply for the enjoyment of children, but as means by which they learn and grow.

A well coordinated, sufficiently varied and regular schedule, familiar, healthful and attractive surroundings, adequate space for all activities and a staff sufficient in number and properly qualified to develop satisfactory relationships with the children in care and to protect their health and safety are some of the criteria by which the quality of this service must be measured.

### Children under Two Years—Infants

For the very young child, individual attention, loving care and a stable relationship with the mother are essential to growth and development. When because of the mother's employment or for other reasons the continuity of this relationship in a secure home environment is broken, the most satisfactory alternative is care by a foster mother either in the child's own home or in a family day care home. Since the development of personality is seriously retarded by lack of individual care and a close and warm relationship with the mother or mother substitute, and because of the many health hazards inherent in congregate care, psychiatrists, pediatricians, social workers and educators have found group care of infants and young children to be generally inadvisable.

Even before the war emergency, few if any nurseries had a sufficient number of properly qualified personnel to give children under two years of age individual care and attention. The current lack of both trained and untrained personnel available for child care during the war emergency results in a serious

problem in establishing group care facilities, especially for babies under two. The wartime shortage of physicians and nurses serving the civilian population is another handicap to offering safe group care services for infants. Child care centers and day nurseries report frequent and long absences of pre-school children due to cold infections and communicable diseases, such as whooping cough, measles and chickenpox. The problems of group feeding make doubly difficult the preparation of individual formulae for babies whose condition indicates need for special quantities or combinations of foods.

If there are actually no suitable foster day care homes available in the community for infants, and homemakers or visiting foster mothers cannot be recruited, a group care program for these young children may be the only alternative. The quality of such a service must be determined not by standards for group care of older children but by a comparison to a good home situation. The degree of success will depend largely upon the extent to which it is possible to provide individual attention and individual relationships in group living. The program must offer a skillful intake service and a continued relationship with parents following admission, careful health protection and developmental opportunities. The staff must include a case worker, a physician, a graduate nurse and assistants trained and experienced in the care and supervision of babies, a trained nursery school teacher or consultant in early childhood development, adequate domestic and maintenance personnel to insure proper sanitation of the plant, care of equipment, careful refrigeration and food handling and controlled room temperatures. The plant and equipment must be suitable to the care and use and safety of infants. No group of children under two should exceed ten in number. Provision must be made for complete separation of such groups (and the personnel caring for them) from groups of nursery school and older children.

#### Foster Family Day Care

As we have already pointed out, *the baby's need for individual care points to foster family care*. Likewise, some older children need more individualized care than can be provided in a group and should have an opportunity to live in a family home. It is an easier type of care to provide in a small or scattered community, but is needed in large cities also. Urban communities ought to see that both types of care—group and foster family—are available so that the type of services offered the child might be based on what *he* needs and his parents want. Poor foster family homes

are as great a hazard to the child as poor institutions or poor group-care units. Social agencies serving children need to consider quite frankly their responsibility for providing this type of care. Hundreds of child placing agencies have workers who know how to find and use a foster-family home; yet the majority of foster-family homes used for day care—and it is an appreciable number—are homes parents pick up through newspaper advertisements. It is almost as hazardous for agencies to refer foster day care homes to parents when they have only slight information on the homes and do not expect to assume any further responsibility. Can we afford to disregard the experience derived from years of foster-home placement? We will grant that agencies have lost personnel experienced in this field, that foster homes are hard to find in congested communities, that local agencies have been given little or no help in developing this type of service, but not until the service has been developed and given a fair trial will we agree that foster-family homes cannot be found and used. The number of independent foster-family arrangements made by parents testify to the availability of homes; the numerous requests for this type of care testify to the demand for the service. Concentrated effort ought to be placed on finding foster family homes for very young children, particularly the children of employed mothers who are new in the community and who are not as likely to select a good foster home as the mother who can place her child with a trusted friend or neighbor. The best way to prevent use of poor homes is to provide good ones. Child caring agencies which undertake to develop this service must be prepared to adapt their techniques and skill to a new situation, to follow up on offers of foster homes, and to assume responsibility for working with the child, his parents and the foster parents. Individual situations will determine the amount and kind of service needed. Poor follow-up on widely publicized drives for foster homes results in disappointment and annoyance on the part of would-be foster parents; referrals of names of prospective foster day care homes without continued service has resulted in unsatisfactory and short-time placements and loss of good homes.

#### Centralized Information and Referral Service

Planning day-care services without providing some type of centralized information and referral service is a bit like starting on a trip without an itinerary. This service has a threefold purpose: to provide the community with a reasonably accurate index of the

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## Boarding Homes for Working Mothers With Their Children

LEONORE LUFTMAN, Case Worker\*

Children's Service Bureau, Brooklyn, New York

*The Children's Protective Society of Minneapolis undertook to explore the possibility of a boarding home service for a working parent and child in September 1943. Requests for such a service had become numerous during the previous six months and a demonstration project seemed within the function of a private children's agency supplementing a public children's program. The following material is based on the first four months of operation, when applicants for service and prospective boarding homes were studied. We offer it because of, not in spite of, the project's short and tentative life. The plan is a very new one and wider discussion and interest in it which this article may stimulate, should be a factor in its development.*

REQUESTS for boarding homes for parents with their children, particularly mothers and children, are not new to children's agencies. But the service rendered has usually been an assistance in locating such a boarding possibility. It has rarely been a casework service which would take responsibility for study of the situation, with such considerations as the parent's and the child's potentialities in using the service offered, the selection and study of boarding homes and the place of the agency in supervising all the adjustments in the home.

### Service for Parent and Child in the Past

Over a period of many years, the Children's Protective Society had offered occasional placement service for a mother and child. In general, workers felt the plan was unsuccessful. Examination of the past experience revealed that the agency had taken little or no responsibility for the plan or in the actual placement. Intake study was almost nonexistent. Boarding homes suggested to parents had not been studied, or at most one visit was made and only the applicant boarding mother interviewed. Sometimes the parent was given a name and address and advised to determine the suitability of the home by herself. Referrals of this kind were thought sound since such applicants were generally viewed as responsible and independent. Because an own parent was to live in the home it was felt the child was sufficiently protected and a study by the agency unnecessary. Likewise supervision of the placement was considered unnecessary and even inadvisable because the worker's role would be difficult to define.

However, increasing numbers of requests for this resource led to the question, "Should this be offered as a planned and responsible case work service?"

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† Child Welfare League of America BULLETIN, October, 1942.

Social work literature revealed only one agency's experience with this plan as a casework service, that of the Jewish Social Service Bureau of Detroit, and their report† was brief. At the J.S.S.B. applications were accepted only if the parent was interested in an investigated and supervised home, and in working with the agency herself. Homes were thoroughly studied. Supervision continued on an individual basis varying in length with the problems presented. Apparently they found a sound basis for casework service, but how they determined that they would offer a "boarding casework service" was not discussed.

### A Casework Service

As the Children's Protective Society reviewed past experience and analyzed the factors in a family boarding arrangement, our decision was not to be involved in any way in a boarding arrangement except when they could offer it responsibly. We knew that some of our unsupervised boarding home referrals had resulted in unhappy experiences for parent and child and for foster family too. A child left to the care of a stranger for most of the day still needs to be assured good care even if the mother returns at night. Parents told us of bad experiences. Other mothers inexperienced in boarding out expressed fear of such experiences and came to us because they felt unable to determine a family's qualification for caring for a child. We thought we could offer the casework protection of a studied home to parent and child. Moreover, foster home experience indicated how the complicated relationships involved needed to be guided and sustained. The additional problems of the presence of the parent in the home and the increased need of the adults to work out a sharing and cooperative relationship in caring for the child seemed to point also to a casework service. Certainly, as a casework agency aware of the possible dangers, we determined that we could not be involved at all except in a care-

ful casework effort that might result in satisfactory arrangements. It was recognized at the start that serious problems were involved in an agency's providing boarding homes for a mother and child and that our study might result in a wide variety of recommendations, perhaps even one to terminate the service.

#### Problems in Relationship Discussed

Our questions and thinking about how relationships would develop in this plan were manifold. We saw possibilities for conflict in the relationship between two mothers living in the same house. From our experience with the many foster parent applicants desiring a close relationship with a child, and likewise rejecting parents, we questioned whether there would be women who would want an own mother in the home. The validity of this doubt was borne out in discussion with many prospective boarding parents. There seemed possibilities, however, for matching emotional needs of applicants and families. As motivations of each group became clarified in the study process, we found that certain homes could serve certain applicants. While we were concerned that foster parents would need to share too heavily, we learned that there were applicants ready to give over the child perhaps sufficiently to satisfy the foster mother. For these clients the plan was a socially acceptable way of shifting responsibility and of covering some rejection. Moreover, some were clearly in search of a mother for themselves. They talked in terms of being absorbed into the family group and planned indefinitely on this type of living arrangement. For some of our foster mothers with unusual need and capacity to mother, such an arrangement was welcome for they could serve and in turn satisfy their own needs. There were more mature clients and foster families whose motivations were more situational and where a mature adult relationship made possible a mutually comfortable solution. It was difficult to anticipate how such an intruding parent could find a place for herself or how a complete and harmonious family group could admit or accept a strange adult member. We were concerned that another mother would necessarily intrude on the normal mother-father-child relationship. It was interesting, therefore, that the boarding family applicants were to a large extent (14 of total 22) incomplete or already enlarged families where the normal parent-child relationships were now broken or intruded upon. Army wives, widows and odd family groups were among these applicants. Our withdrawn applications of foster mothers were chiefly in the group

where the family unit was complete and closely tied. In families where one adult member is absent, the quality of the privacy is different, and often there is a positive desire for a new member.

#### Agency Function: Children's Agency vs. Family Agency

Whether this service for parent and child belongs in a children's agency or in a family agency was debated at the start of our undertaking. In terms of the continuing family unit some staff members believed this service might well belong in a family agency. They pointed to the amount of attention focused on the ability of the two adults to relate to each other. They saw continuation and success of the placement in a large measure dependent on the parent's satisfaction and, therefore, supervision of the placement directed largely to the two adults. Furthermore, with the parent in the home, the agency's relationship to the child would ordinarily not be intensive and frequently not direct. The parent sustains the child and the child is responsible to the parent. The child's relationship to the agency would vary as it may where a parent is receiving counsel in his own home. Briefly then the agency is not assuming parental responsibility as in foster home care.

Yet a boarding service is one in which children's agencies rather than family agencies have become skilled. Children's agencies have learned how to develop boarding facilities and the skills in homefinding have been studied and refined chiefly in the children's field. Likewise helping parent and foster parent share and guide the child and helping the child understand and accept his situation in foster home placement has resulted in the development of a body of knowledge and skills valuably related to the plan of a parent and child boarding with a strange family. Certainly the continuation and success of foster home placements also depends on the ability of the adults involved to accept the limits of their role. And guiding them within these limits is a very important part of the supervision of foster home placements.

The question of agency setting is debatable. Although I would usually see the service in a children's agency, individual agencies in relation to total community services would need to relate the foregoing considerations to their particular situation. Our community setting and our agency function permitted the project validly.

#### The Supervisory Function

We had many questions as to the place the agency could have in aiding the adjustment of mother and



child in a family setting. How much responsibility the agency should take in the planning for placement we had answered in part by deciding that this be a casework program. If a parent rejects agency service on the only terms the agency can responsibly offer it, she had better act independently and be free to carry complete responsibility for her plan. The service the agency offers in the intake study and in providing a studied home especially selected for the applicants, seemed to us clear and valid. But in thinking through the supervisory relationships, theoretically and in terms of our experiences with mother and foster mother applicants, we found our role difficult to define. It seemed possible that agency would tend to be used to arbitrate disputes. Yet in foster home placement and in family counselling, caseworkers deal with this problem constructively. Clients are enabled through the casework relationship to take varying degrees of responsibility for what they can do about a given situation. For instance, a complaining mother may be helped to accept a foster family's limitations as a liability of foster home care, or to recognize her inability to allow her child to live in foster home, or she may be helped to see how she may attain a more satisfactory relationship to the foster family. Foster parents are similarly helped. Our experience is too limited to offer any case material on how relationships in this type of placement might be developed so they might have meaning and value. The question arises as to whether the difficulty in defining the supervisory function indicates that there is no valid agency service in the setting of the parent and child boarding with a family. And the question follows as to whether the preparatory study aspects as already defined are validly offered if supervision does not go hand in hand with them. Foster home placements have taught the value of the agency in guiding and counselling parent, foster parent and child in finding his place in the four-cornered relationship. The conflicts among the three (child-foster parent-parent) tend to be complicated and the tendency is for placements to fail where the agency is not active. For example, the parent has difficulty in accepting foster parent's decisions concerning his child, the foster parent cannot accept the parent's rights because of his own desire in relation to the child, and the child wants his own family and rejects foster parents or vice versa. The value of the preparation of each of the participants for the experience of foster home care may be worthless then if supervision is not continued. These areas of conflict are present where the parent is in the home too. The need to share the child actually, creates greater conflicts, and defining the

child's relationships are complicated by additional and delicate problems. With our knowledge of how valueless and destructive a placement may become when not sustained, and how meaningless the intake and home finding process may become thereby, it would seem worthwhile to explore and hopefully arrive at defined areas for supervision in such placements.

Our intake and home studies did reveal that once the placement was made the agency's work would need to vary in terms of all the relationships involved. To continue supervision when the relationships have become stable is to deny the meaning of the parent's place in the home in all its many facets. The arrangement for payment of board was another question. It seemed possible that some parents and boarding families might want to arrange this between themselves. Yet we saw that the agency's payment for board is one factor which helps define the agency's role for boarding family and parent. The foster parent in receiving payments from the agency sees herself as an agency foster mother; she is serving the one who pays for her service. Consequently her problems as a foster parent are more clearly seen by her as something to be shared with the agency. The parent, too, by paying the agency is helped to see the agency's part in the responsibility for the placement. As long as supervision is rendered it would seem valid and necessary for the agency to assume responsibility for payments.\*

#### Intake Study

The intake study is determined by prevailing professional concepts of the process. The service is defined and the client is faced with the realities of the plan, and with our need to know her in relation to the service she is requesting. She is told what is involved in our study process and her part in deciding on the use of the service. Particularly we are interested in how the client sees herself in a family setting, what she wants for herself and for her child and how she sees the plan in a long time view. The question of giving over care of the child to another, her readiness for it and the problems that are involved in such a relationship for the child and for the parent are discussed. We next move on to the child, his readiness for the plan and his general adjustment. We meet the child, and wherever feasible talk with the person caring for him, in order to evaluate his adjustment ourselves. Talking with the person caring for the child sometimes helps us to understand better how

\* Case Work Implications in the Use of Money in Child Placing, by Dorothy Hutchinson, *The Family*, July, 1940.

(Continued on page 14)

## BULLETIN

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Henrietta L. Gordon, *Editor*

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## War Services Needed

THAT American children are being hurt by the war is evident from the overloading of the various services provided by the 185 agencies comprising the Child Welfare League of America. Heroic efforts are being made to sustain their services at standards developed in pre-war days, standards which never have been fulfilled throughout the country and seldom among agencies outside the League. But even with such patriotic diligence and devotion, our communities have generally failed to increase these services in volume or to add new functions where the pattern of services has failed to account for war-time needs of children. Hence the third year of the war finds the United States uncertain as to how nearly it can provide foster care for children whose own homes are missing or temporarily unavailable. And the paucity of its services for the protection of children is disgraceful to a country with so many resources.

The Child Welfare League of America has intensified its regular services and will continue to do so for the duration. But if the entire structure of services for the care and protection of children, under public as well as private auspices, is to meet the war-time needs there must be services beyond any which can be provided under the League's regular budget or by its regular staff. There are four outstanding war created needs which are of special concern to the League.

Additional facilities for foster care are needed, both in family homes and institutions. The scarcity of foster homes is acute. Popular campaigns for foster homes should be planned with awareness of the traditional inadequacies of rates of board paid to foster mothers, who seldom have received enough to warrant calling any part of it compensation.

Many communities have no agency ready to stand as advocate for the child who needs protection. Neglect of children is increasing and the exploitation of

children is represented by unparalleled violations of child labor statutes and rising incidence of venereal infections among girls under 18 years of age. Where facilities for child protection do exist they usually are substandard and are treating superficially some of our most serious social problems.

The shortage of skilled workers in all occupations in the field of child welfare is unprecedented. This has produced overloads which impair service and has led to the employment of those with little or no training for their work. As the drafting of fathers and other war measures add to the ordinary demands for the care and protection of children, this shortage of skilled workers becomes increasingly serious.

The inadequacies of day care facilities remain a serious war-time problem. There has not been that clarification and coordination of local planning by federal agencies which the country has expected and consequently there are communities which have yet to begin effective development of a balanced program for the care of children of working mothers.

Comprehensive remedies for these war-created ills must reach beyond the constituency of any existing national agency. There are about 2,000 child care agencies and institutions serving dependents, and several hundred may be added to this total if any child welfare program is to account also for children who are physically handicapped or adjudged delinquent. Of the 2,000, the League includes only 20 per cent among its accredited members and affiliates, which leaves more than 1,500 to be reached through extraordinary services, such as the League should provide in a War Services Program for 1945.

Plans whereby such a program may be developed are being formulated. They will require a much larger temporary staff than the League has assembled for its American War Community Services program in 1944. The two 1944 special war projects are described briefly in this issue of the BULLETIN. In 1945 as in these current projects our constituent agencies will be called on for essential contributions.

—HOWARD W. HOPKIRK

## New League Member

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## League's 1944 Special War Services

### STUDY OF FACILITIES FOR DEPENDENT AND NEGLECTED NEGRO CHILDREN

IT is becoming more and more evident that community facilities for the care of dependent and neglected Negro children are even less adequate than those which are provided for white children. Throughout the country many councils of social agencies and child caring agencies and institutions are working on this problem. In order to give the child welfare field the benefit of some of these experiences, the Child Welfare League of America is making a study in a limited number of cities where councils of social agencies and child caring agencies and institutions are ready to share their work for this purpose. Some of the cities to be studied have already been selected; others will be chosen later. The study will include changes in community and agency programs of child care, and agency policies and practices which these changes involve.

An Advisory Committee, which has in its membership representatives from the cities selected for the study, is helping with the planning and will review the findings before a report is published. To date the following people have accepted membership on the committee:

DR. WARREN M. BANNER	Director of Research, National Urban League, New York, N. Y.
MRS. AUDRE T. DELANY	Director, Foster Home Department, Riverdale Children's Association, New York, N. Y.
MISS EDNA GEISSLER	Acting Secretary, Child Care Section, Welfare Council of New York City
PERRY HALL	Executive Secretary, American War-Community Services, Inc.
HOWARD W. HOPKIRK	Executive Director, Child Welfare League of America
DR. RALPH G. HURLIN	Director, Department of Statistics, Russell Sage Foundation, New York, N. Y.
MRS. LILLIAN P. KENSIL	Secretary, Children's Division, Council of Social Agencies, Philadelphia, Pa.
MISS VINITA LEWIS	Consultant, Children's Bureau, U. S. Department of Labor, Washington, D. C.
MRS. LAURA DRAKE NICHOLS	Executive Director, House of the Holy Child, Philadelphia, Pa.
MISS MARGARET REEVES	Field Secretary, Child Welfare League of America
MISS VIOLET SIEDER	Community Chests and Councils, Inc., New York, N. Y.
MISS I. EVELYN SMITH	Secretary, Division on Family and Child Welfare Council of Social Agencies, Chicago, Ill.
HENRY L. ZUCKER	Secretary, Children's Council, The Welfare Federation of Cleveland, Cleveland, Ohio

Miss Vinita Lewis, of the United States Children's Bureau, is serving as a consultant for this study. Miss Abigail F. Brownell is making the study, which is a project of the American War-Community Services.

### CARE OF CHILDREN UNDER TWO YEARS OF AGE TO BE STUDIED

COMMUNITIES have asked for information and advice on methods of caring for small children, have found difficulty in securing foster family homes and have expressed concern about group care for small children. There have been reports of success and failure of both types of service. Standards for institutional care of babies as well as standards for foster family care need revision and extension. For these reasons the Child Welfare League of America has decided to embark upon a study of the foster care being provided for children under two years of age. The League hopes by means of this study to encourage communities to evaluate their own provisions for the care of children, to increase and share our store of information about child care, to secure a realistic picture of the care provided for babies during wartime, to help establish safeguards which will protect them, and to encourage research on the care of infants.

The study will focus on the type and quality of services for children under two years of age, with emphasis on day care, and will include services provided by private and public agencies and individuals under welfare, health and education auspices and under commercial sponsorship. This is the nucleus of the study and will involve observation of babies in group care and in foster family homes. In the organization and evaluation of this part of the study we will rely considerably upon consultation with pediatricians, psychologists and psychiatrists.

A number of cities in different parts of the country are being considered as possible communities for study. Selection will be on the basis of increased need for child care services because of war conditions; personnel well equipped by training and experience to study and plan for children; and various resources which are or can be adapted to meet the particular needs of small children.

The proposed study has been discussed with the United States Children's Bureau. State and local agencies concerned will be consulted and their guidance sought in the selection of communities and in planning details of the study. The interest and support of the local community is essential to a productive study and the only means through which the objectives listed above can be achieved.

## THE BOARD MEMBERS' COLUMN

### PLANNED EDUCATION FOR BOARD MEMBERS

THE value of the board member may be measured by his understanding of the work of the agency with which he serves. For understanding creates interest, interest creates effort, and effort creates leadership.

As Dr. Heath points out in his article,\* *IN-SERVICE TRAINING FOR BOARD MEMBERS*, most board members are laymen. This is as it should be, for the board should represent a cross section of the community, bringing as diverse an opinion as possible to balance the professional outlook of the staff, each group with a growing appreciation of the point of view of the other. Quoting from a recent article by Linton Swift in "HIGHLIGHTS,"

"An agency can function effectively only where there are clearly defined lines of responsibility and authority in policy making, administration and practice, but with each functional group genuinely consulting the others in arriving at decisions within its sphere."

### Selection of Board Members

The board is concerned, then, largely with policy making and interpretation. There are three main factors, I should say, in building a successful board. First, the members must be carefully selected. Second, the executive must have the vision and the patience to help those members develop along the lines of their greatest interest. Third, they must be given a clear understanding of the work of their agency and the problems of their community.

The selection of board members, therefore, becomes of vital importance to the success of the agency. The maintenance of a year round nominating committee, constantly on the alert for new material, has proved of great benefit. The selection of certain agency volunteers brings to the board persons already grounded in phases of agency program. The election of members simply because they represent a name in the community is, however, rarely worthwhile. They must also carry interest and a real desire for service.

These factors do not always exist without cultivation, and it becomes the responsibility of the executive and her board to help new members to develop. Quoting again from Mr. Swift's article,

"The executive's greatest contribution lies in stimulating the leadership of others on the board and the staff, and his ability to integrate both groups into a harmonious whole."

A large part of this development may come through a gradual process of learning, from discussions in board meetings and assignment to working committees. As many meetings as possible should take place in the offices of the agency, for even

familiarity with the physical set-up helps build a background of understanding. Committees on foster homes, medical care, personnel and so on, composed jointly of staff and board are not only valuable sources for specialized training, but provide the friendly give-and-take of opinion between the volunteer and staff that is so highly desirable.

### Training Should Be Planned

To arrive at the total picture of the agency in its community background from such committee meetings and conferences, however, is a slow process. Therefore, we, of the Child Welfare Association of Atlanta, have gone a step farther. We are convinced that some kind of "planned education" should precede that gained from actual experience. What form this takes, should depend on the personnel of the board and its needs. It should be flexible, pertinent, condensed, interesting, and attractively presented. I should say that in no two succeeding years should it follow the same pattern.

For many years, the case committee bore the joint responsibility of making decisions as to intake, and interpreting the agency program to volunteers and board members. When it was recognized that the first function belonged to the professional staff, we decided that the interpretive function might be accomplished in a more condensed and direct way. The case committee has evolved, then, into an educational and interpretive program, with most satisfactory results.

### Program for Orientation

We began with a survey of the entire children's field in our community. In small groups, board members visited agencies and organizations and brought back the results of their findings. This information was graphically charted, and formed the basis for the annual public meeting. The fields studied are as follows:

- (1) Laws concerning children with emphasis on adoption laws;
- (2) Foster care for children—public, private; (3) Relief and service for families with children—public, private; (4) Health facilities;
- (5) Schools, laws and regulations, curricula, vocational education;
- (6) Facilities for recreation and leisure time—public, private; (7) Libraries; (8) Churches, with emphasis on those having social workers and special programs for children and adolescents; (9) Services for handicapped children; (10) Resources for special supplies and special care, groups or clubs serving children or having funds available for special services; (11) Foundations and funds established for care of children.

This survey not only brought in valuable information to the board and staff, but opened whole new fields of endeavor to certain members. I have in

\*April, 1944, BULLETIN.



mind a young lawyer who became so interested in the legal aspects of adoption that he has become a leader in the fight for more adequate adoption laws in the state.

Last year, with a larger than usual number of new members, an orientation course was planned at a convenient downtown location. The program, condensed into three luncheon meetings, was as follows:

1. The community background, by a staff member of the Social Planning Council.
2. How we cooperate with other agencies
  - (a) Institutions—by executive of Hillside Cottages
  - (b) Public Agencies—by executive of Children's Division, Department of Public Welfare
3. The Child Welfare Association
  - (a) History—by a board member
  - (b) Functions by departments—by the staff

This year we have gone back to the case committee idea. Cases representing different fields of agency activity are being presented at board meetings by a case worker, preceded by an explanation of this phase of the work by the supervisor, and followed by a discussion of the problems involved. This plan has salvaged the worthwhile elements of the case committee, and at the same time eliminated additional meetings. We hope, as time goes on, to further adapt our educational program to meet the needs of the board and the problems of the community.

In summarizing the advantages of "Planned Education for Board Members" certain factors come to mind, which Dr. Heath has not mentioned. The board member gains in a short time information and understanding which might otherwise take years to acquire. Because of this understanding and cooperation with the staff, a better job is done within the agency. At the same time the board member develops a realization of the value of the trained worker and of the respective sphere of volunteer and professional endeavor. A closer relationship exists between members of the board, because of their common experience and a greater loyalty to the agency. The board member becomes a better interpreter of the agency program to the public. Most important, the individual is encouraged and trained for leadership in the specialized field and the larger community.

There is a slogan among educators that "the child who reads is the child who leads." The same thing applies to board members. The board member who understands the work of his agency and the problems of his community will supply that informed leadership, which is always the basis of real progress.

MRS. WALTER DUPRE

*Chairman, Personnel Committee, 1944, formerly Chairman (1943), Case and Orientation of Board Members, Child Welfare Association, Atlanta, Georgia*

## The Interpreter's Column

*Every month, the National Publicity Council for Health and Welfare Services, 130 East 22d Street, New York, N. Y., discusses the contents of the BULLETIN from the standpoint of its possibilities for community education.*

There is never a month, as I read the manuscripts for the next issue of the League's Bulletin, when I do not think to myself, "How much children's workers know! I wish the public had a better idea of the skill, thought and research that goes into their work." One reason why that particular thought always strikes me so hard is that the hundreds of pieces of publicity from children's agencies which pass over our desks at the National Publicity Council fail, somehow, to give the same information and good hard facts to the public that these BULLETIN articles give the children's workers and board members.

There is no field in which there is a better chance than in the children's field, particularly in times of great national stress, to establish agencies as centers of community information on vitally important question. To begin with, children's agencies are a jump ahead of many other kinds of social work, as far as the public is concerned, because there is no question in the public mind but that children are important. The public may not do anything about it, they may be apathetic to planning for children, but at least they are instinctively disposed to be sympathetic rather than antagonistic toward children's work. Even the hard-boiled newspaper editor likes children, and will be receptive to facts about them.

Articles in the BULLETIN which describe national statistics and conclusions drawn from them, editorials which point out national problems, stories of experiences in other communities, should invoke in every readers' mind the immediate question, "What is the situation in my town?" What facilities for Negro children exist in your town, for example? What are the recreational facilities for adolescents, and if they are inadequate, what are the statistics with which to prove this inadequacy? These, and other facts about children in any community, are well known to children's agencies, but the facts are not always well marshalled for presentation to the public or to groups within the public. Too often we content ourselves with saying to the public "Facilities for adolescents in Middletown are inadequate" and too seldom do we make that statement really effective with statistics about the number of adolescents with both parents out of the home, the number of adolescents applying for part-time work in local establish-

ments, the attendance records among adolescents at school, and all the other pertinent data which should show the public how many children you are talking about, what they need and why you know they need it.

My assignment is to approach the articles in the League's Bulletin from the point of view of their suitability for wider community interpretation. It is seldom true that articles in a professional journal can be lifted bodily into local newspapers or adapted for the radio for widespread publicity. The BULLETIN would miss its mark if its content, directed as it is to children's workers and board members of children's agencies, lost its technical, in-the-family tone. Much of the material points up problems with which we are not yet ready to "cover the town" because we do not have the solutions well enough along toward realization and "covering the town" would be hysterical. But every bit of the BULLETIN bristles with ideas for further local study which will in the end be the basis for presentation of problems and facts to special groups and special kinds of people in your community.

The mention of "special groups" and "special kinds of people" brings up one of the most important facts about publicity—the fact that it is based on common sense. Much money and time is wasted on publicity that is sent out willy-nilly in an attempt to reach as many people as possible in that mysterious body "the public," without thought as to whether those people are logically interested in what you have to tell them or can in any way make use of the information. You will have many problems and facts and pieces of information, especially in the early stages of planning a project, which do not lend themselves to wide distribution, but which will be much more effective in the long run if they are publicized to the special groups in the community who need the information and who will be involved in the project when it gets under way. When you are concerned with a recreation project for children of elementary school age, for example, teachers, parents and the children themselves are probably your public, along with any groups in the community from whom you are seeking support for the project. Just because time and budget do not permit of a "banners in the streets" type of publicity for your project, don't feel that you aren't giving it the publicity it deserves. Maybe, by wisely choosing the audience you are trying to reach, and by planning to reach them where they are and by the media and in the language they are accustomed to, you are doing a better job of publicity (and being more patriotic in the face of the paper shortage) than if you have printed thousands of leaflets and dis-

tributed them in every home in town. There are a lot of homes in town without any elementary school children! And there will be thousands of homes in your town to which you will not feel it plausible to distribute the material in this issue of the BULLETIN—but don't slip up on showing Miss Dashiell's and Miss Keeley's article on Day Care to the people who will be interested in it and who can use the information to help you think through the needs in your own community; don't fail to let the right people know that the Child Welfare League considers facilities for Negro children an important enough problem nationally to embark on a study of it. In brief, although the BULLETIN is primarily designed to contribute to your own professional equipment of which I spoke so admiringly in the first part of this column, let some of that professional equipment get out to the right people even when you aren't prepared for a big "publicity campaign." The interpretation of the needs and care of children is a slow, subtle educational process and such articles as you find in the BULLETIN are the best kind of ammunition for selected audiences.

—SALLIE E. BRIGHT

*Executive Secretary, National Publicity Council for Health and Welfare Services*

### Residence Requirements

SOCIAL workers all over the country have struggled with the problem of how to help clients whose need for service is as immediate and undeniable as is their failure to meet local residence requirements. The irony of the situation seems never more flagrant than when a school refuses admission of a child on this basis while the law proclaims compulsory education. Many of us have long felt that this division of our country into forty-eight nations by the artificial stone walls called "residence requirements" frequently subjects people who can least bear the burden to unconscionable hardship. The unmarried mother, for example, has a problem which makes her a particularly hard-suffering victim of this requirement. While we would want to see the removal of that ruling as it affects families and children needing services, the liberalization of interpretation of residence requirements is a heartening step in the right direction.

It is for that reason that we present here the interpretation of residence requirements, as reported in the April, 1944 issue of *Alabama Social Welfare*.\*

"To insure conformity with the Federal Social Security Board's policies, residence requirements have been somewhat liberalized inasmuch as a person coming into the State or county for the purpose of establishing residence does not have to be physically present within the State or county during the entire time necessary to acquire residence so long as he has considered the State or county his fixed place of abode during the entire period. In addition, a resident of the State or county who leaves will not be automatically barred from assistance on the basis of being away continuously for one year (six months for temporary aid) if he expects to return and is unavoidably detained. Provision is also made whereby a person who leaves his county of residence for the purpose of securing needed care in a private institution, such care not being available to him in his county of residence, will not lose residence for public assistance purposes."

\* Official organ of Alabama State Department of Public Welfare.



## Day Care, Suggestions for Developing Services

*(Continued from page 4)*

extent of need and the type of care needed; to facilitate planning and locating services; and to furnish employed parents with information on available child care resources. If a centralized information and referral service is to operate effectively, it must be well publicized, staffed with competent, adaptable people and organized to keep up-to-date and accurate information on available child care resources and on requests for service. This type of information should be made available to industrial plants, labor unions, education, welfare, health and recreational agencies and groups, civic and fraternal groups, etc., so that it will reach the mothers. This type of service has also been helpful to the child-care agencies offering day-care service. There has been a close correlation in many cities between the adequacy of this type of service and the use of and attendance in child care centers. Communities vary in the extent to which centralized information and referral service takes responsibility for helping the mother to decide on a plan for her child. There is variation also in methods of handling admissions to day care centers. Relationship between the centralized information and referral service and the intake or admission service of child care facilities and agencies need to be worked out in relation to local conditions and local resources.

### Social Case-Work Service

Frequently family and children's agencies handle the intake for day nurseries and agencies offering foster day care. These agencies offer this service in one of two ways; either through arranging all interviews in their own agency office, or through assigning a worker on a part or full time basis to the day nursery, child care center or foster family day care agency.

The most constructive day care service includes case work as an integral part, just as it includes professional teaching and medical care. The worker is attached to the facility or to the family day care agency as a member of the staff. She is a co-worker with the trained teacher, group worker, nurse. It is her special function to help parents see the advantages and disadvantages of group experience for their children and reach a decision as to whether or not they wish to use the service. The worker's skill in handling intake and the relationship with parents

following admission or placement of children determines to a great extent whether or not parents are able to use the nursery, child care center or family day care agency for their children. Turnover in the enrollment of day nurseries, child care centers and family day care agencies is apparently related to the quality and amount of case work service. Parents who have had opportunities to share responsibility with the agency for the beginning and ending of their children's experience in care and for their use of developmental opportunities, placement experience, health care and protection, and for meeting the cost of group or individual care, are less likely to place their children in a center or family home casually or to withdraw them hastily.

### Comprehensive Day Care Program Possible

The absence of a comprehensive national program has been a complicating factor in planning day care, but it is not a valid excuse for inadequate provisions for the care and supervision of children whose mothers are employed outside the home. It is not a valid excuse because almost every community in the country has resources which could be used to establish the facilities and services needed. There is money; there is housing and equipment which could be used for children; there are local and state agencies established to take responsibility for the welfare of children; there are men and women trained and experienced in the care and guidance of children; there are people in every community who are interested in what happens to children and who could and would help to protect them. Some communities will have fewer resources than others; these communities should have help (qualified personnel, technical leadership, money) from state and federal agencies. If facilities and services sufficient in number and variety to meet the need of the children are to be provided, it means willingness to take parents, labor, industry and other people with different viewpoints into the planning; to use and integrate every resource capable of adaptation to the needs of these children; to recruit, train and use workers and qualified volunteers; to fuse the training and experience of several professions. High quality service is essential to the child and the only kind of service that most parents will continue to use for their children. It is the responsibility of the educational, welfare and health agencies in the community to provide service geared to the needs of children and to interpret it in such a way that it may be understood and used.

## Boarding Homes for Working Mothers With Their Children

(Continued from page 7)

the applicant relates to her child and to the adult caring for him. Seeing the mother with the child is important to our study also. However, we have not attempted to build a relationship with the child because separation from the parent is not involved. Specific areas of responsibility are discussed with the applicant: laundry for mother and child, evening tasks, recreation, responsibility for purchasing clothing, and providing medical and dental care. We believe that to varying degrees the mother should assume these responsibilities. If her choice to remain with her child represents her real feelings, she will want to carry through with responsibility. Foster parents caring for the child rightly expect to share responsibilities. Such delineation of responsibilities is an essential part of the preparation for successful placement. The client's readiness for the plan is clarified thereby.

### Boarding Home Studies

The home study process attempts to reach the same clarification of the same areas from the foster parent applicant's point of view. Requirements are similar to prevailing standards for foster home applicants, but may be more varied with regard to financial status, age and family groupings because of the mother's presence in the home.

### The Applicants

Some interesting facts emerged as we compiled "face sheet information." During the first three months 22 families interested in boarding a mother and child applied. During the same period by coincidence the same number of parents requested a boarding arrangement for themselves and their children. All these applicants were working mothers. Ten were servicemen's wives and ten were divorced, one was an unmarried mother, one a widow. Only 3 had children of school age and of the total of 24 children, 15 were under 2 years of age. Mothers were young, 17 were under 30, many under 25. Of the 22 applicants 9 rescinded and 4 were rejected. Only half were known to social agencies, and of these, half were known only to the Department of Public Relief and the Health Pediatrics Service. The number of re-

scinds may be the one indication of more independence in this client group.

### Questions and Conclusions

Many questions remain to be answered. For example, we wonder if it is possible to select a home for an adult even after careful studies or do most adults need to choose, to determine for themselves, whether they can live with a particular family. We have at least recognized this need by arranging to visit with the mother and child in the selected home after discussion with the two adults about the other. This differs from foster care where only a verbal "presentation" is made, for the agency takes responsibility for the selection of the home for the child. It has been interesting to note that during such visits each has acquainted the other with his situation and desire for the arrangement, repeating information which they know has already been exchanged by agency worker. There needs to be consideration of the plan for fathers, who wish to board with their children. Perhaps too, some terminology to distinguish this service from the traditional foster home program can be developed.

At this writing placements have only begun. Information concerning the boarding plans in operation will be an important sequel to this statement. We believe, however, that these studies offer a beginning in understanding how this type of agency boarding service might be developed. As we continue to consider specific applicants and particular homes, we will develop a better understanding of the values and the limits of this service.

### New Publication

*Institutions Serving Children*, by Howard W. Hopkirk, 1944, 244 pp. \$2.00. Available from Russell Sage Foundation, 130 East 22nd Street, New York 10, N. Y.

### New League Publication

*PROBLEMS Involved in Out-of-Town Inquiries between Selected Member Agencies of the Child Welfare League of America*, by Catherine Orr, May, 1944. The material in this Special Bulletin is based on experiences by members of the Child Welfare League of America. It is presented in a way that will be stimulating to any agency participating in an inter-agency service. Price 25 cents.



## Interracial Child Welfare Committees

### *Selection of Membership*

INTERRACIAL committees are becoming increasingly important in the child welfare field, so it seems well to point out two related errors that are fairly common in the selection of their members.

Somehow, when the time comes for the appointment of an interracial committee, the people who select members to represent the minority group, which in this case is that of the colored people, seem to lose sight of the fact that the committee in question has a job to do, and that it needs, first and foremost, members who are interested in participating in its work and who are in sympathy with its aims. These are qualifications which are applicable to all members of such a committee, of course, but are more often overlooked in regard to individuals chosen from the minority group. Too often there are appointed to interracial committees colored people who are prominent in their own group, who are "race men," and who have no special interest in or knowledge of child welfare work. When this happens it is often difficult for the committee to do effective work, since its members do not share a common purpose. It would be worth real effort to secure from the minority group individuals who are interested in the work itself and are either already able to contribute or may be expected to become effective committee members when they have had some experience.

The second error which is of common occurrence is that of making a kind of "token" appointment of one member of the minority group to a committee, thus asking him to carry alone responsibility for the interest of his group in the work of the committee. Some of the essence of group thinking is necessarily lost in such a situation. A member of the white group is practically never asked to be the sole representative of his people on an interracial committee, but a colored person is often asked to do just that. While proportional representation suggests the probability of a larger number of members from the majority group, it seems obvious that a committee with a number of white people and only one colored person does not constitute a real interracial committee.

With more careful thought preliminary to the appointment of an interracial committee, both errors could be eliminated. There should be in the first place a real desire for an interracial committee on which people from two groups will work together on a project in which they have a common stake and interest. Once there is the will to do this, it seems probable that more effort will be made to secure several colored people rather than just one for the committee, and that attention will be paid to their individual interest in the work in which they are asked to engage.

A. B.

## BOOK NOTES

INSTITUTIONS SERVING CHILDREN, by Howard W. Hopkirk, Russell Sage Foundation, N. Y. 1944. 228 pp. \$2.00.

It was difficult for the reviewer to read this book with any continuity after she made the mistake of showing it to her staff because whenever she left it for a moment someone picked it up and when finally located, was reluctant to surrender it. This indicates several things, but mainly that the book is timely and that it is thoroughly readable, brightened as it is with some delightful touches of humor and striking restatement of homely truths.

This blue print for institutions serving children has much to offer both to board members and executives. It draws together the accumulated experience of many progressive institutions throughout the United States and gives definite information and definite recommendations on such subjects as staff qualifications, salaries, hours of work, desirable background and training of house parents, the respective responsibilities of boards and executives and costs of institutional care. But what is most important, the reader is given a practical discussion of the actual care of the child in the institution emphasizing especially the significance of the child's relationships and the role of the social worker in preserving his ties with his family.

Out of the experience of the writer as an institution executive, come many suggestions for meeting the needs of the child in the institution and planning his education and training so that he is prepared to take his place later in the community. The author has been wise in giving the names and location of many of the institutions featuring some of the more progressive developments in institutional care such as study homes and the care of brothers and sisters in the same group. This gives an opportunity for those reading the book to write for further information to the institution with regard to these programs.

Throughout the book, the institution as a part of the community's resources for child care is stressed as well as the need for coordination of institutional care with foster care and other types of social work.

The author has shown courage in stating facts about poor standards of shelter care, inadequate salaries for house parents and the tendency to "regard the care of other people's children as a superior type of domestic service." He brings home the fact that all backward institutions are not in the past, pointing out that we still have nearly all the steps in institutional evolution from very poor to excellent. These things need to be stated with the force and frankness which characterize the book.

Not only will boards and executives of children's institutions welcome this book but it will be really useful to state departments of public welfare struggling to improve the standards of care in institutions they supervise. The author's background of experience in actually running an institution and the excerpts from his diary as a superintendent will tend to make his recommendations acceptable even to the more skeptical board member. So much of it is quotable material that it will be used also in presenting needs for increased appropriations to community chests and budget departments.

This book is a contribution to the whole field of child welfare as a well drawn picture of the place of the institution in the community's plan for the care of its children.

—GRACE A. REEDER

*Director, Bureau of Child Welfare, New York State  
Department of Social Welfare*

RURAL CASE WORK SERVICES, by Marjorie J. Smith. Family Welfare Association of America, N. Y. 1943. 62 pp. \$.50.

This pamphlet is an analysis of work done by case workers in public welfare agencies in rural communities. The analysis of each of the seven cases shows the problem which the client brought to the agency; the clarification of his need, which he achieved with the case worker's help; and the development of a plan for meeting it through the use of his own resources and those of the public welfare agency. Sometimes other community facilities were also used, and the case worker's accurate knowledge of these facilities was important. In each situation the worker accepted the client's problem as he presented it, and respected both what he wanted and his plans. She recognized his ability and strength as resources, and helped him to use the agency assistance for which he was eligible as part of a constructive plan to reach his goal of a better living situation. In each case, when he had had the help which he needed he left the agency as he had come to it, of his own free will.

It is good to add to our all too scarce literature of case work this presentation of cases which represent achievement on the part of client and case worker. By way of contrast with these achievements the author illustrates briefly the ineffective work of a negative case worker whose concern was only with the agency's rules and regulations and not with the person who was asking for help. Since this example is included this reviewer wishes that it was supplemented with a companion piece presenting a situation in which the client fails to take help when it is offered. In any helping situation there are two people,

and both must participate if there is to be achievement. It is well known that not every client who comes to an agency for help can take it, any more than every case worker is able to give it.

The first section, "The Meaning of Case Work Services," with the exception of the case work material, is not of the same high calibre as the rest of the pamphlet. This is unfortunate, and it is to be hoped that it will not deter readers from going on; for going on will be well worth while for many people who are interested in case work practice not only in rural areas but in other communities as well.

The section on "The Case Worker in the Community" should prove especially helpful to workers in smaller communities.

—ABIGAIL F. BROWNELL

*Consultant, Child Welfare League of America*

### Delinquency Control and Treatment

How a State Welfare Department Can Aid Community Efforts in Delinquency Control and Treatment, discussed in the April, 1944 issue of Public Welfare,\* by William J. Ellis, Commissioner, New Jersey State Department of Institutions and Agencies, wants to be given consideration. This summary of recommendations should stimulate a reading of the article in its entirety.

1. By providing the public with information about modern methods of delinquency control and by demonstrating these methods in state-operated welfare programs.

2. By stimulating and supporting aggressive community leadership, through widespread citizen participation in state and local welfare activities, and by close contact between state and local leadership.

3. By technical assistance in research and program planning.

4. By establishing standards of service and supplying aid to communities in appraising their own progress toward delinquency control.

5. By making available to all communities special clinical, diagnostic, and treatment services which few communities can maintain independently.

6. By making financial aid available to communities through grants-in-aid when communities are unable (or unready) to finance essential phases of a community program. (This type of state service, however, may be only indirectly focused on delinquency control.)

7. By cooperation with other state departments and agencies supervising functions which locally must be integrated with welfare functions if there is to be a sound program for the prevention and control of juvenile delinquency.

8. By acting as a liaison agent between federal and local programs.

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